United Nations S/2011/278

Security Council

Distr.: General
29 April 2011

Original: English

Report of the Secretary-General on the protection of civilians in Chad

I. Introduction

1. The present report is submitted pursuant to the Security Council presidential statement of 20 December 2010 (S/PRST/2010/29), which called upon me to report, by the conclusion of the United Nations Mission in the Central African Republic and Chad (MINURCAT) liquidation phase on 30 April 2011, on the progress made in eastern Chad on the protection of civilians, especially women and children, including: (a) the status of refugees and internally displaced persons and durable solutions to their displacement; (b) unimpeded, safe and timely humanitarian access, including the movement and security of humanitarian personnel and the delivery of humanitarian aid; (c) the measures taken to respond to violations of humanitarian, human rights and refugee law; and (d) the overall security situation as it affects the humanitarian situation.

2. The present report covers the developments in Chad since the adoption of the presidential statement and the issuance of my previous report on MINURCAT, dated 1 December 2010 (S/2010/611). It provides an assessment of the situation of civilians in Chad and the steps that (both the Government of Chad and the United Nations and humanitarian community) have taken to address the identified protection concerns.

II. Security and political situation

3. During the reporting period, there has been progressive improvement in the security situation in eastern Chad, which continues to be positively affected by the improved relations between Chad and the Sudan. In particular, security along the border with the Sudan has been enforced by the Chad-Sudan joint border force which has been deployed since April 2010 and has increased in size to 5,000 personnel. The mandate of the joint border force expired in March but has been extended until September 2011, and the headquarters of the force has now moved from Abéché in Chad to El Geneina in the Sudan.

4. The majority of combatants (an estimated 16,000) from the Chadian opposition armed groups have returned to Chad from neighbouring countries. There have been no armed clashes in the reporting period between the Chadian security forces and the members of the armed groups that have not yet been demobilized. The last

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fighting occurred in April 2010. Remnants of Chadian opposition armed groups, particularly the Union des forces de la résistance (UFR) and the Front populaire pour la renaissance nationale (FPRN), however, remain present outside Chadian territory, in the Sudan and in the north-east of the Central African Republic. Their operational capacity has significantly diminished but the potential for them to carry out hit-and-run operations in Chad remains.

5. There has also been a decline in incidents of banditry in eastern Chad. This can be attributed to the increased presence of the Chadian security forces in the area and their ability to address the criminal networks involved. There have, however, been some security challenges in the southern part of the country, with banditry affecting both civilians and humanitarian workers. The majority of incidents have occurred on the route between Kyabé and Daha, and in the vicinity of Gore. In the absence of demobilization and reintegration of ex-combatants, the risk of armed banditry remains.

6. It is a relatively short time since MINURCAT left Chad on 31 December 2010; however, the withdrawal of the Mission has not, thus far, adversely affected the security situation in eastern Chad. Thanks to ongoing patrols and escorts by the Détachement intégré de sécurité (DIS) and the deployment of the joint border force, there has been improved security and stability in the area. DIS has assumed responsibility for security in and around refugee camps and internally displaced person sites and for humanitarian operations, while the joint border force has secured the border area. Although specific security incidents have been deterred, the local authorities and Chadian security forces still have limited capacity to establish security over vast areas of eastern Chad in which the civilian population remains at risk from banditry and other threats.

7. While the situation has remained calm in Chad, developments in neighbouring countries are cause for concern, particularly along the borders with the Central African Republic, the Sudan and the Libyan Arab Jamahiriya. The situation in the north-east of the Central African Republic remains fragile. The Government is largely absent from Birao, which fell under rebel control in November 2010. The town was retaken by the Government's security forces only with the support of the Chadian National Army, which remained in the Central African Republic until mid-February. The absence of state authorities in the north-east of the Central African Republic has led to an insecure environment in which armed bandits operate at will. Elsewhere, the referendum in Southern Sudan in January had no impact on the security situation in Chad. In the Darfur region, however, armed clashes between new alliances of rebel groups and the Sudanese armed forces have increased in recent months. The clashes have occurred far from the Chadian border and this renewed fighting has, for the moment, had no impact on the security situation in eastern Chad.

8. The uprising in the Libyan Arab Jamahiriya has not significantly affected Chad and there has not been an influx of refugees from that country into Chad. Chadian nationals caught up in the fighting in the Libyan Arab Jamahiriya have, however, started to return. By 8 April, some 17,000 had come back, travelling either by air to N'Djamena or across the border to Faya Largeau. On 23 March, the Government of Chad appealed to the international community to support the repatriation of Chadians wanting to leave the Libyan Arab Jamahiriya. The Government of Chad has advised that there are 300,000 Chadians living the Libyan Arab Jamahiriya as

migrant workers. The crisis in that country is having an impact on the economy of Chad as its markets are mainly supplied from, or through, the Libyan Arab Jamahiriya. Northern Chad, and especially the Sahelian parts of Chad that were affected by drought and chronic malnutrition in 2009, are likely to face a substantial lack of basic supplies. Furthermore, the disruption of remittances by Chadians living in the Libyan Arab Jamahiriya to their families back home is increasing the vulnerability of the population groups that rely on them.

9. On 11 January, Chad celebrated its fiftieth year of independence. In terms of political developments, animosity between the main political factions has declined and most political parties in Chad participated in the legislative elections held on 13 February in accordance with the political agreement of 13 August 2007. The elections were carried out peacefully, notwithstanding allegations by some opposition parties that there was not a level playing field for all candidates. On 27 February, preliminary results were announced by the Independent National Electoral Commission. The Constitutional Council has also now published the final results, according to which 113 seats out of 188 were won by the ruling party, the Mouvement patriotique du salut. The Constitutional Council, however, subsequently annulled the results of the vote in three districts, representing 13 seats, in which serious irregularities were found.

10. The presidential election scheduled for 3 April was postponed to 25 April. The five opposition candidates have expressed their commitment to the stability of the country but have raised concerns about the electoral process. On 22 March, three opposition candidates suspended their participation, arguing that the conditions for a fair election had not been met and calling upon the Chadian public to boycott the poll. All stakeholders, including the electoral authorities and the political parties, are now working to improve the practical arrangements of the elections with the aim of increasing transparency and accountability. Seventy election monitors from the European Union mission have observed the election process, which has so far been carried out peacefully. Twenty-two United Nations Volunteers are also being deployed to support the Independent National Electoral Commission.

III. Humanitarian situation

11. Despite the improvement in the security situation, the humanitarian needs in Chad remain immense. The country continues to experience a chronic humanitarian crisis, with no significant change in the situation during the reporting period. According to the 2011 consolidated appeals process, 2.5 million people are in need of humanitarian assistance in Chad out of a population of 11 million. There are still 131,000 internally displaced persons in eastern Chad and 264,064 Sudanese refugees. A further 64,341 refugees from the Central African Republic are settled in southern Chad. The Chadian population continues to be affected by food insecurity and malnutrition, as well as epidemic outbreaks of disease, such as meningitis, measles, polio, cholera and guinea worm. Meningitis cases have been reported in one of the refugee camps in eastern Chad and a vaccination campaign has been conducted. Polio vaccination campaigns have been organized in areas close to the border with the Sudan, after years of lack of access owing to high insecurity and violence. In total, about 80 (international and national) humanitarian organizations are active in Chad; among them, 54 have operations in eastern Chad, while another

11 have a presence in the Sahelian parts of Chad. The consolidated appeals process for Chad has requested US$ 506 million and is currently 47 per cent funded.

12. Although malnutrition is a concern in the eastern and Sahelian parts of Chad, where global acute malnutrition rates of between 15 and 28 per cent have been recorded, it also affects other parts of the country. Food security and vulnerability assessments conducted by the World Food Programme and the Food and Agriculture Organization of the United Nations have revealed that over 2 million people are food insecure in Chad. Over 1 million severely food-insecure people have still not recovered from the drought of 2009 and floods in 2010. Compared to the same period in 2010, the food security situation in the Sahelian parts of Chad has recently improved after a good harvest. The food security situation in pastoral areas, however, is likely to deteriorate for the poorest households, which have lost most of their livestock after two years of successive shocks.

13. Humanitarian assistance remains the predominant form of international support to Chad. With, however, the stabilization of eastern Chad, there is an increased emphasis by the Government of Chad and its international partners on early recovery and longer-term development assistance. The priorities of the Government of Chad have been articulated in its Programme global de relance à l'est du Tchad (PGRET). The programme's goal is to assist people affected by the humanitarian crisis in eastern Chad by providing a sustainable solution to their socio-economic challenges, which have been exacerbated by the weakness of such basic services as access to clean drinking water and sanitation, health and education. It also aims to strengthen the capacity of national authorities and local communities to promote sustainable development, and to prevent and respond to crises. PGRET is consistent with the national strategy for growth and poverty reduction, the United Nations Development Assistance Framework and the consolidated appeals process.

IV. Protection of civilian concerns

Attacks against the civilian population

14. The civilian population in Chad continues to face the daily threat of banditry carried out by armed actors. While the Chadian security forces have brought stability to many areas of the country, they may, through lack of discipline, also be a source of insecurity to civilians. With the departure of MINURCAT, the capacity of the United Nations to monitor and report attacks against the civilian population and other protection concerns has been severely reduced. Not only did the Mission have military deployments in various parts of eastern Chad, but its civilian component included 40 human rights officers and a child protection capacity that, together, provided a comprehensive overview of incidents and trends affecting civilians. The network of local non-governmental organizations in Abéché, Réseau nationale des volontaires à l'est du Tchad, which was previously supported by MINURCAT, continues to undertake human rights monitoring, but its ability to reach many parts of eastern Chad to investigate and verify specific incidents has been seriously curtailed.

Durable solutions for internally displaced persons and refugees

15. During 2010, 50,000 internally displaced persons have returned from displacement sites to their places of origin, mainly in the Dar Sila region and the area of Assoungha. In view of the improved security situation, several thousand internally displaced persons have returned home during the reporting period and more than 10,000 in Dar Sila and Assoungha have requested the Office of the United Nations High Commissioner for Refugees (UNHCR) for return assistance. Several internally displaced persons in Koukou Angarana and Goz Beida prefer not to return to their places of origin and have instead opted for local integration by negotiating with traditional chiefs and local authorities to obtain plots of land on which their families may settle.

16. While there have been increased signs of the willingness of internally displaced persons to leave sites of displacement during the reporting period, there has not as yet been a significant and sustained population movement. Security and a fear of banditry in areas of return continue to concern the internally displaced. One of the other key challenges for sustainable returns is the very limited access to basic social services. In most areas of return, potable water sources do not exist, health facilities are very basic, and schools suffer from a lack of qualified teachers and adequate infrastructure. Furthermore, achieving durable solutions for internally displaced persons implies the strengthening of community capacities to develop income-generating activities that would ensure their self-reliance. Without these basic requirements, many internally displaced persons will be unwilling to leave the sites where they have received assistance for several years and enjoyed far better access to basic services than they can expect to receive in their places of origin.

17. The 264,064 Sudanese refugees are hosted in 12 camps in eastern Chad and the 64,341 refugees from the Central African Republic are hosted in 11 camps in southern and south-eastern Chad. Renewed fighting and rebel activities in the north of the Central African Republic towards the end of 2010 led to a new outflow of 2,000 people from the Central African Republic into the Salamat region of south-eastern Chad in February and March. The security situation in the Central African Republic is not conducive to the return of refugees. In addition to increased self-sufficiency and the promotion of local integration opportunities, UNHCR has pursued the resettlement of approximately 500 refugees from the Central African Republic to the United States of America in 2010. Approximately 150 refugees were scheduled to depart from Chad during the reporting period.

18. In N'Djamena, on 28 January, the Governments of Chad and the Sudan signed a memorandum of understanding on mutual cooperation in relation to Sudanese refugees, which sets out a preliminary, bilateral framework for the repatriation of Sudanese refugees currently in Chad. The document underlines that repatriation may only take place on a voluntary basis. UNHCR was not consulted during the negotiation of the document but has offered both Governments technical advice to ensure that any steps towards the repatriation of refugees are taken in full compliance with refugee law, most notably that any return must be secure, voluntary and dignified. Sudanese refugees are, however, very concerned about continued fighting and insecurity in Darfur and most are unwilling to return.

19. In January, the programme for the resettlement of Sudanese refugees from Chad to third countries, which benefits a limited number of vulnerable refugees, was

temporarily suspended at the request of the Government of Chad. The request for the suspension stemmed from bilateral discussions held between the Governments of Chad and the Sudan, and the concern of the latter that the resettlement programme might have a negative impact on the prospect of refugees returning to the Sudan. UNHCR has been negotiating with the Government of Chad the resumption of the programme, particularly with regard to extremely vulnerable refugees who are in need of humanitarian assistance that cannot be provided in Chad, such as urgent medical treatment.

Humanitarian access

20. Humanitarian access in Chad has been primarily affected by banditry and criminal activity, including road ambushes and theft of humanitarian supplies, vehicle hijacking, and break-ins into humanitarian compounds and facilities. Such attacks and thefts have been perpetrated by armed bandits, remnants of former active armed groups in eastern Chad. Compared to two years ago, there has been a significant decrease in the frequency of security incidents that directly impact upon humanitarian operations. This has translated into increased access to affected populations in several areas. In eastern Chad, humanitarian access has increased in tandem with the improved security resulting from the increased operations of DIS, the deployment of the joint border force and the renewed engagement of the national authorities in addressing the security of humanitarian operations.

21. There have, however, been more security incidents affecting humanitarian personnel and operations during the reporting period compared to the same time one year ago, particularly in N'Djamena and southern Chad. On 18 January, a DIS car escorting two UNHCR vehicles was attacked by armed bandits on the road between Kyabé and Daha in southern Chad. Four people were seriously injured, including three DIS officers and one member of the Commission nationale d'accueil et de réinsertion des réfugiés (CNAR), the national refugee body. Risks associated with military operations remain present in the tri-border area of south-eastern Chad, where the joint border force is not deployed. Furthermore, several regions in the north of the country are contaminated with landmines, and major areas in the northern, eastern and south-eastern regions of Chad are contaminated with explosive remnants of war. Humanitarian movements and activities are also constrained by the limited capacity of DIS to provide escorts and by a requirement for non-governmental organizations to obtain permission before undertaking travel in eastern Chad. Several areas of return for internally displaced persons, including Modeina, Koloye, Tiero, Marena and Louboutigue in the Dar Sila region and Borota in the Assoungha area, are among the most affected by limited humanitarian access, as are locations along the border between Chad and the Sudan.

22. The withdrawal of MINURCAT has also reduced the logistical capacity and transport assets available to humanitarian organizations, thereby limiting access to remote areas during the rainy season. The medical evacuation options for humanitarian personnel have been constrained with the departure of MINURCAT. The closure of the Libyan border has also negatively impacted the supply of relief items to Chad. The World Food Programme has been forced to use Port Sudan for the delivery of food to eastern Chad instead of bringing it into the country through Benghazi in the Libyan Arab Jamahiriya.

Recruitment and use of children

23. There has only been one reported case of recruitment or the use of children by armed actors during the reporting period: an unconfirmed report of the re-recruitment of a refugee child by the Chadian National Army. It is believed, however, that at present more than one dozen Sudanese refugee children continue to serve in the Chadian security forces or in Sudanese armed groups. Furthermore, four children, aged between 16 and 17 years, were captured during fighting in Birao in the north-eastern area of the Central African Republic late in 2010. They were first detained by the gendarmerie, then released in January and handed over to the Chadian Ministry of Social Action, National Solidarity and Family to be taken care of as part of the national programme of withdrawal, care and rehabilitation of children associated with armed forces and armed groups. In January and February, 30 of these children were reunited with their families in N'Djamena and eastern Chad, with the help of the International Committee of the Red Cross and CARE International. The withdrawal of MINURCAT has, however, adversely affected the capacity of the United Nations to monitor and report on grave violations against children, pursuant to Security Council resolution 1612 (2005). The information provided above therefore does not constitute an exhaustive account of specific incidents affecting children and is not indicative of the scope of violations that may have taken place during the reporting period.

Sexual and gender-based violence

24. During the reporting period, UNHCR and its partners recorded 300 cases of sexual and gender-based violence in the refugee camps in eastern and southern Chad. Most of these cases were perpetrated by civilians. An attempted rape of a refugee was, however, allegedly committed by three Sudanese soldiers in eastern Chad in January. Of the cases recorded by UNHCR, approximately 27 per cent involved children. On 5 January, a 5-year-old girl was raped by an unidentified person in the Koukou Angarana subprefecture. A 9-year-old girl was raped by a 19-year-old man in Farchana, on 25 January. UNHCR received a report of a Chadian girl allegedly gang-raped by three soldiers of the Chadian National Army in February. In Touloum, three cases of rape of under-aged persons were registered in January and February. A further case of rape of a 16-year-old girl on 4 March has been reported, perpetrated by three members of the Chadian National Army during a disarmament mission in the town of Goz Beida.

25. Sexual and gender-based violence remains significantly underreported in Chad. This is not only because cultural taboos inhibit the reporting of cases, but also because most incidents are negotiated and resolved by traditional leaders in the absence of a properly functioning legal system. The information that does exist is provided by UNHCR protection monitoring and the gender-based violence information management system, which was introduced in 2010 as a pilot project by the United Nations Population Fund (UNFPA) and UNHCR for internally displaced persons and host communities in Goz Beida with a view to improving data collection and reporting. That initiative has been replicated at the national level by the United Nations Children's Fund (UNICEF) and UNFPA, in collaboration with the Ministry of Social Action, National Solidarity and Family, in the 10 boroughs of the capital city of N'Djamena. The Government of Chad has recently requested the

further roll-out of this system if the pilot scheme in Goz Beida is successfully implemented.

Human rights violations

26. Recent human rights reports in Chad continue to mention cases of arbitrary arrest and detention. In the gendarmerie post of Massakory, for example, people are reportedly being detained without being presented to the tribunal, based on instructions issued by the Governor in January 2011. In N'Djamena, two human rights defenders of the local non-governmental organization, Ligue tchadienne des droits de l'homme, were reportedly arbitrarily arrested on 6 March and detained incommunicado by members of the National Security Agency. Other cases of arbitrary arrest and intimidation have also been reported in the context of the recent legislative elections. The deplorable detention conditions of the penitentiary system continue to raise serious concerns. Since the withdrawal of MINURCAT, there has been no prison visit to the Maison d'arrêt d'Abéché, or legal aid provided in Abéché. UNHCR has, however, followed up cases of detention of refugees and internally displaced persons, together with its local partners.

27. Chad has made important efforts to ratify international human rights treaties and the Chadian Constitution contains provisions aimed at guaranteeing respect for and protection of human rights, and equal opportunities for citizens. Steps are still required, however, to ensure that these commitments have an impact on the ground. Among the human rights challenges in Chad is the weak capacity of the National Human Rights Commission and the Office of the Ombudsman, as well as the lack of a properly functioning judicial and legal system. It is reported that insufficient measures are taken to prosecute those responsible for human rights violations, in particular when they belong to the Chadian security forces. Such acts contribute to the civilian population's lack of confidence in the administration of justice and undermines the efforts of the Government of Chad to strengthen the promotion and protection of human rights.

28. A culture of impunity for human rights violations persists in Chad. In January, the President of Chad signed an ordinance granting amnesty for crimes committed in the country by the members of the armed opposition groups. The list of the persons concerned has not been made public. It is important that the amnesty does not extend to war crimes. Indeed, reconciliation in Chad should not come at the detriment of justice and the need for reparations for past human rights violations. Respect for and protection of human rights should be at the centre of all efforts aimed at resolving the country's long-standing conflicts and political problems.

29. On 10 December 2010, MINURCAT and the Office of the United Nations High Commissioner for Human Rights (OHCHR) published a report on the human rights situation in Chad, covering the period from April 2008 to November 2010. The absence or weak presence of state institutions in most parts of the country creates an environment conducive to human rights violations. The deployment of judicial institutions at the local level has slowed down owing to logistical and security constraints. The insufficient funding of social services limits the full enjoyment of the rights embodied in the Constitution. In addition, cultural practices and barriers, and other social stereotypes, prevent women from taking an active part in the social and political life of the country.

V. Progress made by the Government of Chad in meeting its benchmarks for the protection of civilians

30. The Security Council, in resolution 1923 (2010), took note of the commitment of the Government of Chad, in view of the withdrawal of MINURCAT, to assume full responsibility for the security and protection of the civilian population in eastern Chad and, in so doing, to carry out certain tasks and achieve specific benchmarks related to the protection of civilians. The benchmarks articulated in that resolution are as follows:

(a) Voluntary return and resettlement in secure and sustainable conditions of internally displaced persons;

(b) Demilitarization of refugee and internally displaced person camps as evidenced by a decrease in arms, violence and human rights abuses;

(c) Improvement in the capacity of Chadian authorities in eastern Chad, including national law enforcement agencies, the judiciary and the prison system to provide the necessary security for refugees, internally displaced persons, civilians and humanitarian workers with respect for international human rights standards.

31. During the reporting period, the Government of Chad has continued to make steady progress in fulfilling its commitment to meet the above-mentioned three benchmarks.

Voluntary return and resettlement in secure and sustainable conditions of internally displaced persons

32. On 29 December 2010, the Coordination nationale de soutien aux activités humanitaires et au détachement intégré de sécurité (CONSAHDIS) was established as the main interface for the Government of Chad with international humanitarian actors. On 1 March, CONSAHDIS convened in N'Djamena a high-level meeting of relevant government officials, United Nations entities, non-governmental organizations and donor representatives to develop a strategy for assisting those displaced persons that had expressed a desire to return home and had requested reintegration support. The Government of Chad continues to express its desire that displacement should progressively end by the end of 2011 and has appealed to the international community to provide assistance for durable solutions for internally displaced persons. In addition to supporting the return of such persons to their places of origin, stakeholders have been invited to support the other durable solutions, namely, the local integration and resettlement of internally displaced persons. This includes the establishment in various locations in Assoungha and Dar Sila of new villages to which internally displaced persons could be relocated.

33. The Government of Chad has extended state authority and the rule of law, and deployed its security forces in the larger villages and towns in areas of return. UNHCR has stepped up its efforts to assess and monitor the intention of internally displaced persons to seek durable solutions. For example, an exercise has been undertaken to verify the preference of internally displaced persons in Dar Sila and Assoungha to return to their places of origin, to integrate locally or to be resettled. Furthermore, inter-agency monitoring missions to areas of return have recently taken place in the villages of Wadi Kadja, Koley, Dogdore and Adé in order to

confirm the voluntary nature of the decisions of internally displaced persons to return home and assess the protection situation in the locations. Thus far, the monitoring exercise has not revealed any specific concerns, although such persons do face enormous reintegration challenges in their places of origin.

34. It is anticipated that the Ministry of Economy and Planning will soon endorse the durable solutions strategy for internally displaced persons which was drafted by the United Nations Development Programme (UNDP) as lead agency of the early recovery cluster approach. The strategy was developed in collaboration with other United Nations entities, non-governmental organizations and national authorities to coordinate and manage assistance aimed at helping internally displaced persons achieve durable solutions. The Government of Chad and the humanitarian community have identified pilot intervention areas for the implementation of projects as part of the durable solutions strategy.

Demilitarization of refugee and internally displaced camps

35. Since the deployment of the joint border force in 2010, UNHCR has observed significant improvement in respect for the civilian and humanitarian character of the refugee camps in eastern Chad. This positive trend has continued during the reporting period. DIS is permanently based around all refugee camps in Chad. All DIS police posts around the camps are operational and have carried out routine activities in recent months. UNHCR has revised the terms of reference of refugee watch committees and has improved the coordination of their activities with DIS and CNAR. It is expected that better coordination and information-sharing will have a further positive impact on the safety and security of the refugees in the camps. In view, however, of the difficulty of accessing refugees in the Salamat region, the location of the refugee camps there, in too close proximity to the border with the Sudan and the general insecurity in the area owing to banditry, the Government of Chad authorized the relocation of the refugee population from the Daha camp to the Moyo camp, which is located 35 km from the border. The relocation of those who opted to move to Moyo took place in April.

36. During the reporting period, UNHCR has not received any reports of the presence of armed persons in internally displaced person sites. The civilian and humanitarian character of such sites, however, remains a challenge as there are no DIS posts to control access to the sites in the same way as refugee camps, although patrols by DIS are carried out on a regular basis.

Security for refugees, internally displaced persons, civilians and humanitarian workers with respect for international human rights standards

37. In addition to the deployment of the joint border force, the Government of Chad has also strengthened DIS, which has increased in size from 850 to 1,000 personnel. During the reporting period, DIS expanded its operational area from the east of the country, where it had been located since late in 2008, to provide coverage in the south and south-eastern parts of the country, which have also experienced significant levels of banditry and insecurity. Following the withdrawal of MINURCAT, the Government of Chad pledged to pay the salary and bonuses of DIS

personnel and, with the establishment of CONSAHDIS, has assumed responsibility for the operations of DIS. Patrols carried out by DIS have been effective and are well perceived by the local population and beneficiaries because they facilitate the arrival of humanitarian assistance. Some logistical constraints, however, have prevented DIS from responding to all requests by humanitarian organizations for patrols and escorts.

38. The creation by the Government of Chad late in 2010 of the Bureaux de sécurisation et des mouvements (BSM) in 12 locations (Gore, Abéché, Iriba, Farchana, Goz Beida, Koukou Angarana, Haraze, Maro, Daha, Am Timan, Bahaï and Guéréda) has helped to create a security network to facilitate humanitarian operations. BSM meets on a weekly basis, mainly to evaluate the security situation of the concerned areas, and decides on escorts requested by humanitarian organizations. The smooth functioning of BSM and better coordination between DIS and the humanitarian community has strongly contributed to an improved security environment for humanitarian operations.

39. The fifth and final meeting of the humanitarian forum established pursuant to resolution 1923 (2010) to facilitate a dialogue between the Government of Chad and international partners on a range of humanitarian issues was held on 15 December 2010. The meeting summarized the outcome of the four previous forums, held in N'Djamena, Abéché, Goz Beida and Hadjer Hadid, discussing, respectively, the protection of civilians, humanitarian access, durable solutions for internally displaced persons and early recovery. The humanitarian forums were co-chaired by CONSAHDIS and the United Nations Humanitarian Coordinator, and included representatives from the Government of Chad, United Nations entities, non-governmental organizations and the International Committee of the Red Cross. The organization of the forums has helped to foster a common understanding by all stakeholders of the humanitarian and protection challenges in Chad. A quarterly follow-up mechanism has been put in place to ensure the review of the recommendations and actions proposed by the forums.

VI. Activities of the United Nations and the international community

40. To assist the Government of Chad in fulfilling its responsibilities with respect to the protection of civilians, the United Nations and its partner international and non-governmental organizations have carried out the activities described below.

Strategy for the protection of civilians

41. In view of the withdrawal of MINURCAT and in order to ensure continuity in the engagement of the United Nations with regard to the protection of civilians in Chad, the Policy Committee that I chair requested on 21 October 2010 that the United Nations country team in Chad develop a comprehensive strategy to address the protection of civilians in eastern Chad. The need for a clear strategy for the protection of civilians was also one of the conclusions reached by the humanitarian forums mentioned above. During the reporting period, UNHCR has led a consultation process with relevant United Nations entities and partners to develop the strategy, in consultation with the Government of Chad. The strategy helps to

clarify the responsibilities that the United Nations country team assumed following the departure of MINURCAT and the ways in which the team can assist the Government of Chad in meeting its obligations in relation to the protection of civilians under international law. The strategy also helps to plan the transition of protection activities from a humanitarian to a development context.

Transfer of responsibility from MINURCAT and strengthening of the office of the United Nations Resident Coordinator

42. In December 2010, MINURCAT and the United Nations country team finalized the programme for the consolidation of achievements in eastern Chad, which was approved by the Government of Chad. The programme will ensure an orderly transfer of the activities of the Mission's civilian components to relevant United Nations entities, including in the areas of rule of law and justice, human rights, child protection, gender, mine action and peacebuilding. The transition programme is fully aligned with the comprehensive recovery programme of the Government of Chad, PGRET.

43. With the departure of MINURCAT, the office of the United Nations Resident Coordinator has been strengthened to assume the senior leadership role of the United Nations in Chad and to help facilitate the coordination of United Nations assistance during this important transition phase. The office of the Resident Coordinator is currently composed of a multidisciplinary team comprising a coordination specialist, a strategic planning adviser, a peace and development adviser, a human rights adviser and an early recovery adviser. Specific staff have been provided by UNDP, the Development Operations Coordination Office and OHCHR. The team will support the linkages between humanitarian and development programmes. A police adviser was also seconded, with the costs reimbursed by UNDP, from the Department of Peacekeeping Operations to the office of the Resident Coordinator for three months to support the UNDP and UNHCR joint programme for DIS (see below). Despite these additional resources, further support will be required to strengthen the office.

44. The recent stabilization of eastern Chad represents an opportunity for United Nations support in Chad to increasingly focus on peacebuilding and recovery. The United Nations country team has received bridging support from the Immediate Response Facility of the United Nations Peacebuilding Fund to support the continuation of the operations of DIS, following the withdrawal of MINURCAT. A request has also been submitted to the United Nations Peacebuilding Support Office for formal declaration of eligibility to access further, longer-term funding from the United Nations Peacebuilding Fund. This request was drafted in close consultation with the Ministry of Economy and Planning and formally endorsed by the Government. The United Nations Peacebuilding Fund, however, provides only a catalytic, gap-filling function to finance peacebuilding interventions, which will not meet the substantial needs of the country. Financial assistance from other donors is urgently required to support the peacebuilding and recovery efforts of the Government of Chad.

Technical assistance and support for the Détachement intégré de sécurité

45. In response to the revised DIS sustainability plan of the Government of Chad presented to the Security Council in October 2010 (see S/2010/536), a United Nations assistance programme for DIS was developed jointly by UNDP and UNHCR, in close collaboration with the Government of Chad. The purpose of the joint programme is to support the Government of Chad in ensuring the continuation of DIS activities with the departure of MINURCAT and in meeting its obligations for the protection of civilians in accordance with resolution 1923 (2010). On 1 March, UNDP, UNHCR and the Government of Chad officially signed off on the joint programme, which will provide support for the administrative and logistical aspects of the operations of DIS. The initial phase of the joint programme has been funded by the United Nations Peacebuilding Fund which released US$ 2.7 million from its Immediate Response Facility. Other contributors to the joint programme include the European Union, the United States of America and Switzerland, but the programme still faces a shortfall of funding for 2011.

46. As part of the joint programme, UNHCR has assumed responsibility for the maintenance of the DIS fleet of vehicles, the construction of new police posts in the Salamat region in the south of the country, and the maintenance of the police stations initially constructed by MINURCAT. UNHCR is also maintaining the DIS telecommunication and radio network, and supporting capacity-building activities to enhance the ability of DIS to provide safety and security to refugees and internally displaced persons. For its part, UNDP has been working to support CONSAHDIS, including through the deployment of a police adviser to provide advice on the operational oversight of DIS activities. With the support of UNDP, the finalization of the administrative architecture of CONSAHDIS represents an important development towards the continuity of DIS operations in 2011. Internal DIS rules and regulations have been finalized and a DIS disciplinary committee has been established.

47. It is widely recognized, both by the Government of Chad and its international partners, that DIS serves as a temporary solution for ensuring security in eastern Chad and in the long run should not replace the regular Chadian security forces. The issue of DIS opens up the discussion on how to ensure effective security management after the completion of the joint programme through 2011/12. A review of the joint programme scheduled for later in 2011 will begin to explore the modalities for an eventual handover of full responsibility for DIS to the Government of Chad. The future of DIS should be situated in the context of the broader need for security sector reform in Chad and the building of professional and democratically accountable security forces.

Child protection

48. In line with my most recent report on children and armed conflict in Chad, dated 9 February 2011 (S/2011/64), and as part of the transfer of MINURCAT activities to the United Nations country team, the monitoring and reporting mechanism on grave violations against children, established pursuant to Security Council resolution 1612 (2005), has continued under the leadership of the Resident Coordinator and the UNICEF representative. The co-chairs of the Task Force on

Monitoring and Reporting in Chad will ensure the fulfilment of reporting obligations to the Security Council Working Group on Children and Armed Conflict and the implementation of the Working Group's conclusions, as well as my recommendations in reports on the situation of children and armed conflict in Chad.

49. The Task Force has begun coordinating the production of information on Chad for the bimonthly global horizontal note. In December 2010, UNICEF started a dialogue with the Government of Chad to draft an action plan to end the recruitment and use of children by the Chadian security forces. Following intensive advocacy during the months of January and February, the Ministry of Social Action, National Solidarity and Family submitted the first draft of the action plan to the Task Force on Monitoring and Reporting in Chad on 3 March. The draft action plan is currently under review and is expected to be signed by the Government of Chad and my Special Representative for Children and Armed Conflict later in 2011.

Human rights, rule of law and access to justice

50. The United Nations has continued to help promote human rights in Chad with the construction, in February, of the Ecole nationale de la magistrature in N'Djamena. The process for the recruitment of new magistrates is under way. The ongoing development of a national action plan on human rights aims to create in Chad more awareness and capacity in relation to human rights issues. The drafting of the plan under the leadership of the Ministry of Human Rights and the Promotion of Liberties has been inclusive, bringing together relevant government officials, United Nations entities and civil society organizations to design actions to address identified gaps in providing support to Chad for the fulfilment of its international human rights obligations. In the coming months, OHCHR will help to finalize the action plan and ensure its effective implementation.

51. The Office of the United Nations High Commissioner for Human Rights is also assisting the efforts of the Government of Chad to revitalize the National Human Rights Commission and ensure its compliance with the principles related to the status of national institutions (the "Paris Principles"), most notably with regard to its independence vis-à-vis the executive branch of government. OHCHR and UNDP have also developed a joint project, "Access to justice: the promotion of human rights and gender equality", to strengthen the technical capacity and expertise of staff of the Ministry of Human Rights and the Promotion of Liberties in order to enable the Ministry to better accomplish its mandate to respond to human rights concerns in the context of the planned elections in Chad. Specific training is planned in advance of the presidential elections. OHCHR will subsequently work with the United Nations system to develop a more comprehensive and coordinated training package which will help to strengthen the capacity of the national human rights institutions, the national security and defence forces, and the newly elected members of parliament.

Mine action

52. Civilians in Chad continue to face the threat posed by anti-personnel and anti-tank mines, as well as unexploded ordnance. The most contaminated areas are located in the Borkou, Ennedi and Tibesti regions in the north, although other parts

of the country are also affected. On 2 December 2010, Chad was granted a three-year extension until January 2014 to complete the clearance of anti-personnel landmines in accordance with article 5 of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on Their Destruction (the Mine Ban Convention). In order to meet this obligation, Chad intends to continue with the large-scale technical survey, launched in 2010 with UNDP and other partners, to determine the scale of contamination in the country. Prior to its withdrawal, the MINURCAT Mine Action Unit consolidated all of the data on mines and explosive remnants of war that it had collected since 2008, and initiated the transfer of these data to the National Demining Centre. Following the departure of MINURCAT and in view of the commitments of Chad under the Mine Ban Convention, UNDP, the United Nations Mine Action Service and UNICEF are considering ways in which to strengthen the national mine action programme through the continuation of the nationwide technical survey, the implementation of landmine and unexploded ordnance clearance operations and mine risk education activities.

Disarmament, demobilization and reintegration and security sector reform

53. The Government of Chad has indicated its intention to start an official disarmament, demobilization and reintegration programme, which has been lacking until now. In the second half of 2010, the Government started to develop a first draft of a new national programme and, late in 2010, requested the technical assistance of UNDP to assess the programme to ensure its full compliance with international standards in this field. As currently drafted, however, the programme is not well adapted to the challenges currently facing the country. Furthermore, in view of the security sector reform challenges in Chad and the need to reduce the Chadian National Army to a size commensurate and consistent with the prevailing security situation, the disarmament, demobilization and reintegration programme will need to be revised. A review of the programme is currently under way, bearing these concerns in mind.

VII. Liquidation of the Mission's assets

54. Although MINURCAT officially withdrew from Chad on 31 December 2010, the technical liquidation of the Mission commenced on 1 January and will end on 30 April 2011. During this four-month period, the Mission has liquidated and completed the tasks related to the disposal of United Nations property in accordance with the asset disposal plan approved by the Department for Field Support at the end of 2010. The final disposal of assets is ongoing across the Mission area. Of the total inventory of 18,808 assets, with a combined value of US$ 132.9 million, about 55 per cent are in the process of being shipped to other United Nations field missions and offices around the world. One per cent of the assets are being sold at residual value to United Nations entities which continue to be based in Chad. More than one third of the Mission's assets are to be disposed of locally through commercial sale or as scrap. About 12.5 per cent of assets are earmarked for donation to the Government of Chad.

VIII. Observations and recommendations

55. Prior to the adoption of resolution 1923 (2010), there was concern that the withdrawal of MINURCAT would have an adverse effect on the situation of civilians and the ability of humanitarian organizations to operate in eastern Chad. In the relatively short time since the Mission withdrew from Chad on 31 December, this has not as yet been the case. Instead, the overall security situation in the country has continued to improve as the Government of Chad has assumed its responsibility for the security and protection of the civilian population.

56. Nevertheless, a number of the root causes of conflict in Chad, such as competition over scarce resources, poor governance and insufficient respect for human rights remain, and the civilian population continues to face the threat of violence. The security situation in Chad also depends on developments in the region that might negatively affect the country. The Security Council should therefore remain vigilant in regard to developments that impact on the civilian population in Chad.

57. Significant progress has been made in achieving the protection benchmarks to which the Government of Chad has committed (see resolution 1923 (2010)). A number have not yet been achieved, however, most notably those relating to durable solutions for refugees and internally displaced persons. The benchmarks should remain the clear measure by which progress on the protection of civilians in Chad is judged. It is imperative that the United Nations country team urgently finalize both its strategy for the protection of civilians and develop the means by which to measure the progress made.

58. The withdrawal of MINURCAT has had a significant detrimental effect on the ability of the United Nations to comprehensively monitor the situation of civilians and human rights in Chad. While the improvement in the security situation suggests that attacks against civilians have decreased, this cannot be confirmed in the absence of proper human rights monitoring and reporting. The United Nations country team in Chad should urgently strengthen its human rights monitoring capacity.

59. The monitoring and reporting of grave violations against children should also be strengthened to meet the reporting obligations to the Security Council. The Government of Chad should also be encouraged to adopt and implement the draft action plan on the recruitment and use of children.

60. Durable solutions need to be found for the thousands of refugees and internally displaced persons living in eastern Chad. Most immediately, an operational plan should be developed by the Government of Chad, with the support of the United Nations, to help internally displaced persons who have expressed a desire either to return home or seek other durable solutions. The Government of Chad should also complete the ratification process of the African Union Convention for the Protection and Assistance of Internally Displaced Persons and endorse the durable solutions strategy developed in conjunction with UNDP.

61. Despite the withdrawal of the Mission, DIS continues to provide security in and around refugee camps and internally displaced person sites, and provides escorts for humanitarian organizations to carry out their operations. DIS, however, represents only a temporary solution to the security problem in eastern Chad and

should be phased out. The priority now is a clear plan for security sector reform and the demobilization and reintegration of ex-combatants in Chad. The fostering of professional and accountable security forces in Chad is vital for the protection of civilians.

62. Thousands of people remain in need of humanitarian assistance in Chad. Because of the chronic nature of the humanitarian situation, increasing emphasis should be placed on recovery and peacebuilding to facilitate the transition from relief to development. Only by addressing the root causes of conflict through longer-term development interventions will Chad be able to avoid the cycle of violence that has affected the country and its civilian population over recent years.

63. There is currently a funding gap for this important transition phase. A declaration of eligibility for the United Nations Peacebuilding Fund is a key priority, although support from the Fund will only be able to meet a small proportion of the peacebuilding and recovery needs in Chad. The United Nations country team should therefore develop a resource mobilization strategy and donors encouraged to support Chad during this critical phase in the transition towards long-term development.

64. The experience of Chad is unique in that there has been no successor political or peacebuilding United Nations presence following the departure of the peacekeeping mission. There are important lessons that can be learned from the experience, not least in terms of measuring progress regarding the protection of civilians and how this should be linked to the decision-making process by the Security Council and other stakeholders for a peacekeeping mission drawdown. The handing over of certain responsibilities of MINURCAT to the United Nations country team has been smooth, but general guidance on such transitions will need to be developed for other contexts.